AGILE LEADERS, AGILE INSTITUTIONS:
EDUCATING ADAPTIVE AND INNOVATIVE LEADERS FOR TODAY AND TOMORROW

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PREFACE

The U.S. Army War College provides an excellent environment for selected military officers and government civilians to reflect and use their career experience to explore a wide range of strategic issues. To assure that the research developed by Army War College students is available to Army and Department of Defense leaders, the Strategic Studies Institute publishes selected papers in its Carlisle Papers in Security Strategy Series.

This paper examines the new strategic reality and its implications on our officers' professional military education, as well as the concepts of individual and organizational agility, specifically investigating adaptability, innovation, and learning. The author then advances a recommended model to develop agile leaders, while making the institutional system more agile as well.

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ABSTRACT

In 2004, General Kevin P. Byrnes tasked the U.S. Army War College to study the post initial-entry Officer Education System (OES). The Agile Leader Study's charter was to assess OES curricula to determine how well-suited they were for developing leaders to operate effectively in the contemporary operational environment. More narrowly, this paper is a "directed telescope" focused on the Captain's Career Courses (CCCs). It seeks to answer the research question, how should TRADOC change its education system, with specific regard to the CCCs, to better develop and prepare mentally agile leaders for the Army's new strategic reality?

To answer this question, this paper examines the new strategic reality and its implications on our officers' professional military education, as well as the concepts of individual and organizational agility, specifically investigating adaptability, innovation, and learning. It then advances a recommended model to develop agile leaders, while making the institutional system more agile as well.

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FOR TODAY AND TOMORROW

To succeed, leaders must be at harmony with their context.

—LTG (Ret) Walter F. Ulmer, Jr.[1]

The Army's new strategic reality, the context in which we find ourselves, is that war is now the norm—it is our steady state environment.[2] The *2005 Army Posture Statement* states: "Operating within an uncertain, unpredictable environment, the Army must be prepared to sustain operations during a period of persistent conflict—a blurring of familiar distinctions between war and peace."[3] This is a protracted war against adversaries employing irregular, unconventional, and asymmetrical means. The implications of this new context are clear: "Adapt or Die."[4]

This bold statement resonates with Soldiers in combat; they implicitly understand the wisdom in it.[5] However, thousands of miles away and removed from the imminent threat that so persuasively catalyzes the Soldier's wisdom, the bureaucratic system of our Institutional Army rationally ponders the "truth" of this command. The adaptive-challenge time horizon for the Soldier in combat is measured in seconds, minutes, and hours, all of which he can judge by looking at his watch. For the Institutional Army, steeped in deliberate and rational methods designed for peacetime innovation, the time horizon is measured in the months, quarters, and years which lay out well on a multiyear calendar.[6] While the Soldier is decisively concerned about the challenges he faces in this fight, the institution is focused on the next fight or even the "fight after next." Within the new strategic context, these different time horizons are incompatible. As General Kevin P. Byrnes, Training and Doctrine (TRADOC) Commander, said, "In wartime, we can't afford such a system."[7]

In many ways, senior Army leadership and the leaders in front of the bureaucratic systems have and are addressing much of the inertia and structure that resists change, or that is so farsighted so as to not focus on the challenges Soldiers currently face. The formation and deployment of the Improvised Explosives Device (IED) Task Force, the expanded role for the Center for Army Lessons Learned (CALL), and the integration of Rapid Fielding Initiatives are all innovative and adaptive cases in point. However, the concern of this paper is on the leader education system for this new strategic environment. Our education system needs to focus on developing agile leaders who are prepared for the challenges and complexities of this environment. To train and educate these leaders, our TRADOC institutions will have to adapt and innovate—they will have to become agile learning organizations in harmony with the new strategic context. In "Adapt or Die," Brigadier General David A. Fastabend puts it this way: "In the volatile, uncertain, complex, and ambiguous environment we face for the foreseeable future, if we were to choose one advantage over our adversaries it would certainly be this: *to be superior in the art of learning and adaptation*. This is the imperative for a culture of innovation in the United States Army."[8]

In June 2004, General Byrnes tasked the U.S. Army War College to study the post initial-entry Officer Education System (OES). The Agile Leader Study's charter was to assess OES curricula and the Combat Training Centers' (CTC) training environments to determine how well-suited they were for developing leaders to operate effectively in the contemporary operational environment (COE). Research showed that many junior officers displayed great agility in dealing with the new challenges of combat in Operations IRAQI FREEDOM (OIF) and ENDURING FREEDOM (OEF).[9] Questions arose: Was this agility simply individual talent or did their institutional training and education instill it? Is

OES preparing them to be agile? What can we do to better prepare them? More narrowly, this paper is a "directed telescope" focused on the Captain's Career Courses (CCC).[10] It seeks to answer the research question, *how* should TRADOC change its education system, with specific regard to the CCCs, to better develop and prepare mentally agile leaders for the Army's new strategic reality?

To answer this question, this paper will examine the Army's new strategic reality and its implications on our officers' professional military education. Rather than talking about the COE which has dominated joint and Army literature in the post-Cold War era, senior leaders today are talking about a new strategic reality. This distinction has everything to do with our perceptions of time horizons and new challenges. Next, the paper will examine concepts of individual and organizational agility specifically investigating adaptability, innovation, and learning. As well, it examines the barriers to organizational learning, specifically for militaries at war. With these lenses and informed by observations from the CCCs, the paper advances recommendations to answer the research question.

NEW STRATEGIC REALITY

> The implications are clear. We must understand the character of the irregular warfare we now face and adapt accordingly.

—FY 2005 Army Posture Statement

The COE is the overarching environmental paradigm that explains conditions that exist today and into the future of 2020. The COE encompasses the entire spectrum of warfare from the lower intensity conflicts (LIC) of smaller, adaptive, and asymmetrical opponents through the higher intensity conflicts (HIC) of larger, modernized forces which are able to engage in more traditional-conventional (or nuclear) symmetrical ways.[11] Conflicts of the COE may range anywhere in this spectrum or involve a combination of these types of threats. This construct, which has steadily moved our military away from the Soviet-based Cold War paradigm, has and still is serving our military well.

The new strategic reality that confronts our nation today is a permutation within this COE. It recognizes that the threat challenges we are engaging now are more narrowly focused in an irregular-warfare category employing unconventional and asymmetrical methods. This view is in line with our new Defense Strategy. The new Defense Strategy model of the security environment considers two continua in its development; the vulnerability of the United States to the threat (higher to lower) and the likelihood of the threat (again, higher to lower). Overlaying the two considerations results in the four challenge categories (traditional, irregular, catastrophic, and disruptive) of the new strategic security environment shown in Figure 1.[12]

While in many ways the COE is in consonance with this strategy paradigm, the Defense Strategy categorizes and models these threats differently. Like the threats of the COE, the four challenges of the Defense Strategy may overlap or occur simultaneously with no discernable transition.[13] The Defense Strategy continues to recognize and require preparedness for the conventional threats of the "traditional" category, but it classifies this category as the least likely and our least vulnerable of the four challenge categories. The lack of a peer-styled threat and our military's significant overmatch in this area clearly account for this assessment. It also postulates that these overwhelming traditional capabilities do not serve as an adequate deterrent for the emerging threats and challenges of the other quadrants.[14] Although the military has tasks, responsibilities, and capabilities in all four quadrants, the main emphasis for military action is found in the traditional and irregular challenge categories.[15] It is along the continuum between these two categories that our "intensity of conflict" paradigm (high—mid—low) of current doctrine lies.

The most significant aspect of our new strategic reality, defined within this threat paradigm, is the persistent nature of the war within which we are engaged. The Army's reality in the Global War on
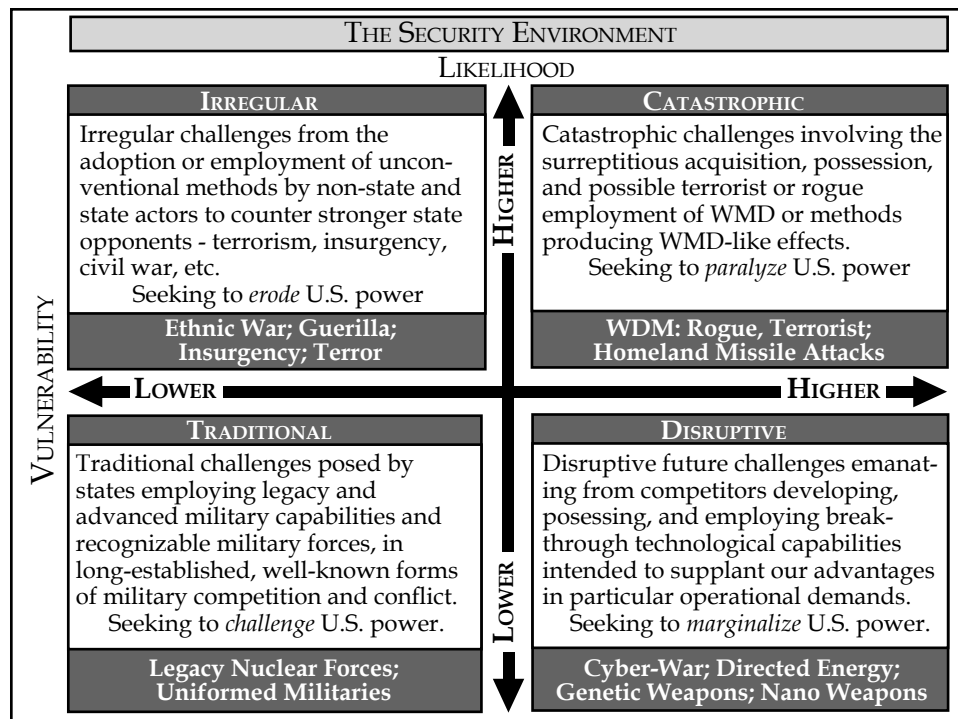
THE SECURITY ENVIRONMENT

LIKELIHOOD

IRREGULAR

Irregular challenges from the adoption or employment of unconventional methods by non-state and state actors to counter stronger state opponents - terrorism, insurgency, civil war, etc.
Seeking to *erode* U.S. power

Ethnic War; Guerilla; Insurgency; Terror

CATASTROPHIC

Catastrophic challenges involving the surreptitious acquisition, possession, and possible terrorist or rogue employment of WMD or methods producing WMD-like effects.
Seeking to *paralyze* U.S. power

WDM: Rogue, Terrorist; Homeland Missile Attacks

HIGHER

LOWER ← → HIGHER

VULNERABILITY

TRADITIONAL

Traditional challenges posed by states employing legacy and advanced military capabilities and recognizable military forces, in long-established, well-known forms of military competition and conflict.
Seeking to *challenge* U.S. power.

Legacy Nuclear Forces; Uniformed Militaries

DISRUPTIVE

Disruptive future challenges emanating from competitors developing, posessing, and employing breakthrough technological capabilities intended to supplant our advantages in particular operational demands.
Seeking to *marginalize* U.S. power.

Cyber-War; Directed Energy; Genetic Weapons; Nano Weapons

LOWER

Figure 1.

Terror is that there is no time for a strategic pause to reset. The organization's time horizon to address the performance gaps of this fight is now, while engaged. The strategic pause "between the wars" may never come, certainly not in the foreseeable future. The Army, therefore, must be agile, adapting and innovating.

The implication of this new reality is that the Army must change or replace its systems, processes, and policies that prevent it from quickly adapting to the emerging challenges. Many of the Army's institutional systems are geared to a peacetime time horizon and are based on a system designed to operate in this traditional paradigm. Our current doctrine production cycle is about 5 years from inception to effect in the education system.[16] The standard for review of institutional common core curriculum is triennially.[17] While these timelines met the needs of an Army at relative peace, they are wholly inadequate for an Army at war against elusive, adaptive, and determined adversaries.

AGILITY AND LEARNING

> **Ag·ile . . .** characterized by quickness of mind, resourcefulness, or adaptability in coping with new and varied situations . . . Applied to mental or intellectual matters, it suggests ready adaptability to change and adjust.
>
> —*Webster's Third New International Dictionary*

Army literature uses the terms agile and adaptive in tandem and often synonymously. Both derive from the tenets of Army operations: initiative, agility, depth, synchronization, and versatility (from which we get adaptability).[18] As the definition above shows, agile and adaptive are nearly synonymous with agile, adding the ideas of quickness, ease, and readiness. According to Field Manual 7-0, the responsibility of the institutional Army (schools and training centers) is to provide the framework to develop adaptive, mentally agile leaders.[19] The Army's *Training and Leader Development Panel (ATLDP) Officer Study* concluded that, because of the ambiguous nature of the future operating environment, leaders should focus on developing the "enduring competencies," or what they call metacompetencies,

of self-awareness and adaptability.[20] They recognized that the two were symbiotic; one without the other is useless. These metacompetencies are the essential building blocks of learning. Agility embodies this symbiotic relationship between self-awareness and adaptability. In this paper, agility is a metaphor for self-awareness and adaptability in action, the essence of learning.

Learning is both an individual and organizational phenomenon. Researchers have defined experiential learning as a change of beliefs (or the degree of confidence in one's beliefs) or the development of new beliefs, skills, or procedures as a result of observation and interpretation of experience.[21] This learning happens at the individual cognitive level. Organizations, though often thought of as an organism with goals, beliefs, and memories, do not and cannot learn in the same way. Organizations learn through the experiences of their individual members by encoding these experiential lessons learned into organizational norms and routines. This is a widely accepted perspective advanced by Argyris and Schön,[22] Heclo,[23] and Hedberg.[24] Organizations learn from experience to the extent that member experiences are assimilated into various organizational policies, doctrines, and procedures. The research describes "a multistage process in which environmental feedback leads to individual learning, which leads to individual action to change organizational procedures, which leads to change in organizational behavior, which leads to further feedback."[25]

The literature on how military organizations learn is linked with understanding how military organizations effect change in their doctrine.[26] There are several theoretical views within literature on the catalysts that drive military doctrinal change and innovation. The first view holds that external civilian reformers (often assisted by maverick officers) are the driving force behind doctrinal change and innovation in response to realized or forecasted performance gaps from new and emerging threats. In this theory, "the fundamental question of political-military integration is whether the statesman has at hand the military instruments required to achieve those political goals deemed essential to the security of the state."[27] A key factor in the civilian reformer's involvement is the military's institutional conservatism that resists change and makes innovation of doctrine rare.[28] The next posits that senior military leaders of the organization (internal) create new tasks and missions in response to their recognition of new threats, performance gaps, or opportunities, with the assistance of civilian officials. Further, the literature advances that wartime organizational learning and innovation are possible if they take place in the context of current missions.[29] The final theory can be viewed as a combination of these two theories, the internal and external schools of innovation. Civilian reformers and military leaders combine to cause changes in military doctrine in response to changes of the international system and perceived requirements of new forms of warfare.[30]

In his research, John Nagl points out that, while these theories are valuable in understanding what spurs innovation in militaries, they fall short in understanding how militaries create, assimilate, and disseminate doctrinal change during the course of conflicts.[31] To explain this, he looks to organizational theory, and more specifically to organizational culture. Organizations favor policies that reinforce the essence of the organization and that provide a clear roadmap to success for its members. Further, while militaries are often alike, their cultures, "that is, a persistent, patterned way of thinking about the central tasks of and human relationships within an organization," often differ.[32] Culture is unique; it is the organization's personality based on its own set of experiences. Nagl's study, as well as others that he cites, show the differences between the American and British military cultures and the impact on their ability to innovate during conflict. His conclusion is that differences in organizational culture allowed the British military to adapt and learn during its irregular warfare experience of counterinsurgency in Malaya, while the U.S. Army's culture prevented it from learning during its similar experiences in Vietnam.[33] Culture, an organization's conventional wisdom about its essence, is a powerful lens that organizations use in interpreting their experiences and determining how or what to learn from these experiences.

The concept of culture as an organization's conventional wisdom is directly related to its doctrine. Richard Downie's research of the Army as a learning organization shows that the process of developing this conventional wisdom is a similar and parallel process of developing its institutional memory. Institutional memory is represented by the organization's doctrine, norms, standard operating procedures, and educational curricula. "Change to institutional memory is a prerequisite for learning and occurs when an organization captures and institutionalizes lessons learned by its members."[34] According to Downie's research, individual learning can be present and understood by the organization's members, but institutional learning does not occur unless the institution accepts, integrates, and disseminates this individual learning, and it becomes widely accepted. "To learn from an experience, an organization must first act to interpret, evaluate, and accept the lessons learned by individual organizational members and then make the decision to adapt organizational behavior to this new knowledge and transmit it throughout the organization."[35] To adapt effectively while engaged in the complexities of the new strategic reality, the Army must be able to capture lessons from individual experience and rapidly innovate or change doctrine and curriculum to reflect this learning.[36]

The process of rapid, effective organizational learning is the essence of organizational agility. In line with this paper's concept of individual agility, organizational agility is a metaphor for organizational learning that is faster, more flexible, and more sensitive to the speed with which individual experiential learning occurs. However, just as individual and organizational learning differ, so to do individual and organizational agility. Key determinants for institutional agility include leadership, culture and values, and organizational process for change.[37] However, institutional agility—the process of learning in action, which embodies both the proactive (innovative) and reactive (adaptive) nature of change—is a process that produces anxiety in the organization. This anxiety elicits resistance to change and the barriers to learning. Another form of resistance comes from the concept found in "The Innovator's Dilemma."[38] Even though there is a disruptive change in the strategic environment within which an organization operates, the organization fails to change. The failure has everything to do with the organization's past successes, its conventional wisdom, and its institutional memories that continue to proffer the success. Change at this point is seen as counterintuitive. In this way, culture and doctrine blind the organization and its members from the awareness of the need for change or to the future benefits of change. The paradox of organizational agility is that the very products (success as well as anxiety) and artifacts (doctrine and culture) of an effective learning process are, in effect, detriments to future learning.

To overcome the paradox of organizational agility requires a change in mindset. Leadership must stimulate the organizational realization that change is constant, that transformation is a dynamic journey and not a serene destination, and that the consequences of inaction are worse than action. Senior leader communication and reinforcement of the vision for change and the monitoring of adherence to the requirements that allow change are essential to increasing the speed of change.[39] As well, Nagl's research shows that the most critical aspect of the learning process is not the innovation, but the senior leader authority that allows and enforces the innovation, monitors its effectiveness, and then transmits the new conventional wisdom or doctrine throughout the organization.[40]

The change in mindset required is the adoption of the "culture of innovation" as described by Brigadier General Fastabend. The Soldiers and leaders who demonstrate agility (adaptability, innovation, and learning) on the battlefield are the same ones that serve in our institutional Army. Their success and agility from the battlefield can pervade into our institutional Army. Led by senior leader vision and supported by a change of leader actions and behavior throughout the organization, a culture of innovation can take hold: agile leaders and agile institutions.[41]

OBSERVATIONS

If the only tool you have is a hammer, you tend to see every problem as a nail.

— Abraham H. Maslow

The Agile Leader Study (ALS) conducted interviews with developers, instructors, and students from across the spectrum of the post-initial entry OES as well as planners, observer-controllers, and participant players at the CTCs.[42] These interviews, along with a review of the curricula and training scenarios, provided fresh insight into the current instructional process at the various schools and centers. The observations focus on assessing the instructional content and process of the CCCs in light of the requirements of ongoing combat operations. As a full discussion of these observations is beyond the scope of this paper, the following paragraphs will briefly highlight some of these observations drawn from the research. These observations are grouped into the three main categories of content, context, and complexity.

Content.

The study found that the content of the CCCs is dominated by doctrine: basic branch doctrine, traditional combined arms doctrine, and the Military Decision Making Process (MDMP).[43] This triad is the basic foundation and framework of every CCC. The branch schools view the CCC as the last branch school and their near-exclusive domain. The content and structure of the Program of Instruction (POI) is directly related to the branch's vision and culture. It is an opportunity for the branch to "re-green" students to the basic doctrine, as well as in the branch vision of itself as an organization. In some cases, this re-greening is thought to be necessary because officers are coming out of combat deployments where their basic branch skills were under utilized or neglected. The main focus of the basic branch is at the company and battalion levels. This doctrine is then tied into the study of combined arms doctrine going up to brigade operations. Offensive and defensive tactics comprise the vast majority of the combined arms doctrine. The MDMP is used as the driver to train and understand current branch and combined arms doctrine. Multiple iterative exercises and scenarios then build knowledge and expertise in branch, combined arms, and MDMP. The incorporation of current lessons learned is instructor dependent and varies greatly between the various branch schools.

Context.

The great majority of contexts for the presentation of this core content are the traditional, mid-to-high intensity conflicts against a peer or near-peer enemy. The standard phrase to describe the context is "COE-compliant."[44] Though COE-compliant, scenarios tend to stay on the high-end of the spectrum of COE. This context allows the stimulation of the largest set of MDMP processes and reinforces the instruction in offensive and defensive tactics. Most scenarios take place within generic areas, meaning they are not related to a current or future warfighting area. Some these scenarios, for example, use the terrain of the National Training Center. Local areas are often chosen to allow students to walk the terrain and understand its implications on the planned operations. The selection of generic terrain is not viewed as suboptimal since the intent of the instruction is how and not what to think. The terrain/environment varies between desert, woodland, temperate, and urban, though urban, if included, is typically a discrete scenario. The study of regional culture is not an aspect of the content of the course.

Complexity.

Complexity is an additive and incremental factor related to the amount of information presented with the scenario and the level of command being addressed. To some extent, complexity is introduced in the more discrete stability operations and support operations (SOSO). The final combined arms exercise (CAX), a TRADOC core requirement, is the capstone exercise and culmination of the complexity challenges. Cultural complexity, as mentioned above, is not an integrated part of the curriculum.[45]

RECOMMENDATIONS:
BUILDING THE AIRPLANE IN FLIGHT

> Understanding environments that change requires tearing down obsolete mental maps and starting anew.
>
> —Bo Hedberg[46]

Thus far, this paper has set the context for why TRADOC should change the officer education system, specifically the CCC, in order to develop and prepare mentally agile leaders for the Army's new strategic reality. This new context is one of persistent conflict that will not allow a strategic pause; it is a context of new, irregular, and evolving challenges. In tandem, these two defining characteristics create a reality that requires an institutional system that is significantly more agile in its learning enabling processes. The research has also provided the theoretical base for individual and organizational agility, with an eye toward understanding organizational agility. The "how" of the system change involves three main components: senior leader involvement, curriculum (content and process) change, and institutional system change.

Senior Leader Involvement.

Senior leader involvement is critical for organizational agility. While in many ways the Army is a learning organization, the speed with which it executes its organizational learning process is glacial, especially in view of its current organizational members' learning pace. Senior leaders have the ability to communicate the vision that leads to organizational recognition of the need for change, they have the authority to implement and monitor change, and they have the ability to reduce or remove barriers to organizational learning. All of these are instrumental in increasing the speed of the learning process leading to organizational agility.

As an overarching guide for change in the CCCs, this paper suggests the following commander's intent written from the TRADOC Commander's perspective (Figure 2).

This intent lays out the strategic vision for a shift in the institutional education system and organizational learning process. Many of these thoughts already reside to some degree in the various CCCs and reflect of some ideas in current Combined Arms Center (CAC) guidance dated June 24, 2004.[47] The intent does not give an implementation timeline. Though not previously noted, a constraint from the initial guidance to the ALS states that the changes must be actionable in a short period of time (less than 6 months).

The Proposed Model.

The CCC curriculum model incorporates content and context changes reflecting of the guidance and incorporates a requirement for agility in the system itself. The model, shown in Figure 3, is a recommendation for the 19-week/6-day course and encompasses the vast majority of the technical and tactical content requirements for CCC. Based on the findings from the Agile Leader Study, this proposed

Figure 2.

model does not reflect how the curriculum content or context is currently structured or focused.[48] And, perhaps most importantly, this model differs by imbedding a curriculum innovation requirement. This is a generic model, the template for each branch to begin structuring their curriculum in coordination with CAC. The objective of this model is to increase individual agility, balance content and context, and increase institutional agility.

The Branch. The paper will explain the categories (in the first column) of the model using the first *core focus area* of *the branch* in theirdescription. This first *focus* area, as the title suggests, concentrates on the branch. The intent is to *prepare* students to be branch subject matter experts (SME). In this core, students *learn* the doctrine and TTP of their branch from the Company *level* through Brigade Unit of Action (U_A) across the spectrum of scenarios. *Scenarios* connote both the spectrum of warfare, HIC through LIC (including traditional, irregular, and in some case catastrophic challenges), as well as specific scenarios depicted later. Here, the branch vision and direction for their curriculum drive the scenarios. *Curriculum turnover* defines how often this core focus area curriculum will change. The paper defines moderate as in terms of a series of months; the implication is that the branch validates and/or updates this curriculum core

Building Agility in the CCC Curriculum				
CCC	**Core Focus Area I**	**Core Focus Area II**	**Core Focus Area III**	**Core Focus Area IV**
Focus	The Branch	The Doctrine and Process	The Developing Doctrine and Process	Today's Challenges
Prepare for what role?	Branch SME	U_A Staff Officer	Staff/Co Cdr	Co Cdr
What is learned?	Branch Doctrine & TTP	Combined Arms and MDMP	Rapid Decision Making TTP	Application of Doctrinal Priniciples
What level is emphasized?	Co to U_A	U_A	U_A/TF	TF/Co
What is the scenario?	All Scenarios	Korea (HIC)	Iraq/Afghanistan (LIC/Irregular)	Current Opperational Context
Curriculum turnover	Moderate	Low	Moderate	High
Basis	Doctrine	BCTP style plans	Case studies and simulations	Vignettes, VTCs, visits
Responsibility	Branch	CAC/Branch	Branch/CAC	Branch/CAC

Figure 3.

every 5-month class. This turnover recognizes the significant transformation that our branches are currently undergoing. In this focus area, this validation may simply entail updates of organizational structure changes, newly incorporated technologies, or more significantly, new or emerging branch doctrinal methods of operations. The *basis* for this core focus area is doctrine, and the branch has prime responsibility or ownership of the curriculum content. The objective of this core focus area is to develop the "base" for doctrinally well-founded branch experts.

Doctrine. The second core focus area is Combined Arms Doctrine and the Military Decision Making Process. The core prepares students to be U_A staff officers. Here they learn Joint and Combined Arms Doctrine and the doctrinal Military Decision Making Process. The level emphasized is the U_A—a combined arms headquarters that operates in a joint, interagency, and multinational environment. An example of the scenario used to train and educate is the mid-high intensity conflict of Korea. This is a key distinction between current and proposed curriculum. This model employs a realistic environment and context against potential real adversaries with real capabilities, and with real strategic and political objectives.[49] This allows the integration of cultural and geographic immersion and environment analysis techniques in an area that is a potential major regional conflict area. This provides students and the COCOM direct practical application and benefits. The turnover for this core curriculum should be low, defined here in terms of years—up to 2 years between updates. The basis for the curriculum is the doctrine and process inside a Battle Command Training Program (BCTP) style plan for Korea. Here, CAC has prime responsibility for the curriculum with branch input. This is another characteristic of the model—burden sharing and interdependence. CAC and the branches will share the burden and responsibility for aspects of the curriculum. As well, sharing, interchange, and coordination among the branches should become commonplace under this model for various reasons, including knowledge transfer and burden sharing.

Thus far, the model adheres to a similar focus, content, and context of the current CCC with the exceptions, noted above in the real context of Korea and in the required curriculum content review. In this model, the bureaucratic desire and need for stability is displaced from content and context to mission and purpose. The unifying theme is to develop and prepare mentally agile leaders for this fight with an eye to the future. It is not simply about learning yesterday's fight, but innovating to get out ahead of our opponents in tomorrow's fight in this protracted war. The concept of continual change in military organizations finds support with many researchers. Blair and Whitehead call this a "self-learning" organization that is underpinned by a paradigm that embraces uncertainty, ambiguity, and impermanence, an organization that becomes more adaptive and innovative as a system on a continuing basis.[50] Rather than focusing on a fixed point in a constantly changing future, the Army should create innovational organizations that are agile within the strategic context. In this way, the metaphor for the organizational curriculum change process is less like that of firing a bullet (ready, aim, fire) and more like that of firing a missile (ready, fire, aim). The bullet follows a straight line to a fixed aim point hopefully in coincidence with the target, while the missile is aimed in the general direction of a moving target and continually aligned with new information about the target's location.[51] With this metaphor in mind, the paper will move to the next core focus area.

Emerging Doctrine. The third core area focuses on the developing and emerging Doctrine and Decision Making Processes which currently are not formally developed at the CCCs.[52] The Emerging Doctrine core prepares students to be staff officers and company commanders working within the U_A and Battalion Task Force (TF) levels. The content of this core is focused on emerging doctrine, lessons learned, and emerging rapid decisionmaking techniques all within the context of ongoing current and established operations in Iraq and Afghanistan. The turnover for this core is moderate: validated and updated every class. The key here is to focus on irregular warfare doctrine principles and challenges, and then how these principles blend or relate with traditional warfare doctrine.

Case studies, developed from operations and experiences in OIF and OEF, form the basis or driver for this focus area. Rather than simply "pulling" lessons learned from ongoing operations, CAC, in cooperation with the branches, utilizing the CALL as its executive agent, will formalize a lessons learned "push" system which will form the basis for the case studies. These case studies will be vetted, validated, and coordinated between the branches and CAC. This provides a "window in to the theater" through a formal feedback system linked to the field through CAC to the branches and actively develops lessons learned for inclusion into the curriculum. The responsibility for this core is shared between the Branch and CAC, with a Branch lead.

This core focus area represents two major shift areas. The first and most obvious is the content and context change. The context is the Global War on Terror with operations in Iraq and Afghanistan. The complexities of this context include its geographical and cultural challenges, as well as its irregular threat challenges. Instructors must leverage the student body experience in their operating environment analysis and draw on these experiences to facilitate knowledge transfer. Given the changing nature of the lessons learned content, the typical master-apprentice faculty relationship transitions to that of a co-learner and facilitator. The content thus becomes more complex.

Students investigate the various rapid decisionmaking techniques used in-country and emerging heuristic decisionmaking models such as recognition primed decisionmaking (RPD)[53] against this context informed by their base knowledge of the doctrinal MDMP. Current and emerging irregular and counterinsurgency warfare doctrine, blended with small unit traditional doctrine and employed within this context, will challenge the dominant traditional warfare paradigm. Employing these techniques also will represent a shift toward greater understanding and acceptance of a systems paradigm from a reductionist paradigm. Rather than operating in a paradigm that perceives certain determinable linear cause-and-effect relationships, students will operate in a context that sees holistic, open, dynamic, emergent, complexly organized, rationalistic relationships that are too complex to be

absolutely known.[54] Applying knowledge and skill sets in this complex and ambiguous environment, dealing with the unexpected, operating with incomplete information, and making calculated decisions of risk all increase individual agility.[55]

Today's Challenges. The final core focus area is preparation for what leaders and units are going through now. This core focuses on developing students to be commanders in the immediate context of where units are engaged or deployed throughout our military. This concentrates on the application of traditional and emerging doctrinal principles learned throughout the course to a real-time, operational context at the Battalion Task Force and Company level. It builds on the momentum and ideas developed in the *Emerging Doctrine* focus area, adding to the richness and complexity of the learning experience. Curriculum turnover in this focus area is high, defined in weeks and months. Students analyze and explore this fresh, unrefined context and events, placing themselves in the position of the commander making decisions. This core addresses student's immediate preparation concerns and incorporates a true window in to the theater. The driver for this core is a combination of vignettes, video-teleconferences, leader visits, and senior mentor assimilation. The branch retains primary responsibility for this curriculum content and design with CAC input.

Implications: Systems Change.

The model represents a significant change from current practices. First, the model builds individual and institutional agility. The model requires a quicker curriculum evaluation, allowing for a quicker learning process. It builds on individual member experiences and those from organizations in the field to inform its learning process. With regard to current relevance, it shifts the CCC curriculum from the dominant traditional warfare curriculum to one that is balanced with irregular challenges. The model infuses emerging lessons from the field throughout the curriculum, but especially in the *Emerging Doctrine* and *Today's Challenges* focus areas. The inclusion of rapid decisionmaking techniques and other heuristic decisionmaking techniques from theater builds on students' MDMP base and provides additional tools for new circumstances. The infusion of these techniques, lessons learned, and case studies helps inform and precipitate the development of emerging doctrine. In this dynamic process, as much of the emerging doctrine becomes more widely accepted, it moves to the left on the chart.

This process increases relevance while keeping the learning process moving and self-adjusting. This is not to say that the process will not need attention or correction. On the contrary, the system will require leaders to tend to it and be a part of the organizational learning process. Those aspects that lose their applicability outside of unique context are pruned from the curriculum. Azimuth corrections are an inherent quality of the model and are required to keep the curriculum in coincidence with the moving target of a changing enemy and a changing context. Clearly, this will strain the current curriculum development apparatus and require innovative and agile solutions.

This model challenges and changes the CCC student-instructor dynamic. At certain times, the relationship may resemble the more traditional master-apprentice relationship, while at other times, the instructor becomes a facilitator and co-learner. Measuring student performance necessarily becomes more subjective and based on instructor judgment, though retaining some appropriate objective criteria aspects. The instructor becomes a focal point in the emerging doctrine development process as well. Instructor selection, training, and development therefore become even more critical aspects of the individual and organizational learning process.

CONCLUSION

The challenges that confront our Army and our nation do constitute a new strategic reality. Persistent conflict has become our steady state. There is no time for a strategic pause to regroup, assess, and distill

the lessons of our experiences—this must all happen in-stride, while engaged in the mission. In the face of this new reality, our Army must adapt and innovate, and it must prepare our leaders to do the same. While our past informs us, we cannot remain beholden to our past successes. As an institution, we must have the courage to assess and assume the risks involved with adapting, just as our Soldiers and leaders are adapting in their crucible experiences of OIF and OEF. We must become agile—agile leaders and agile institutions—to ensure we can protect our nation from the challenges of our new strategic reality. The model proposed in this paper sets a course for this critical transition.

ENDNOTES

1. Walter F. Ulmer Jr., *Inside View: A Leader's Observations on Leadership*, Greensboro, NC: Center for Creative Leadership, 1997, p. 32.

2. Kevin P. Byrnes, remarks at Major Command presentations, Training and Doctrine Command during the Association of the U.S. Army annual meeting, Washington, DC, October 27, 2004. Available at *http://www.tradoc.army.mil/ CGMACOMspeechAUSA04.htm*; accessed February 20, 2005, p. 1.

3. Francis J. Harvey and Peter J. Schoomaker, *Our Army at War—Relevant and Ready . . . Today and Tomorrow: A Statement on the Posture of the United States Army, Fiscal Year 2005*, Posture Statement presented to the 109th Cong., 1st sess., Washington, DC: Department of the Army, February 6, 2005, p. ii.

4. David A. Fastabend and Robert H. Simpson, "Adapt or Die: The Imperative for a Culture of Innovation in the United States Army," *Army*, Vol. 54, February 2004, p. 14. The implications in the above cited Posture Statement are the same as Fastabend's, who puts them in the harsh but accurate vernacular that every soldier understands.

5. Perhaps the best insight into this phenomenon is Leonard Wong, *Developing Adaptive Leaders: The Crucible Experience of Operation Iraqi Freedom*, Carlisle Barracks, PA: U.S. Army War College, Strategic Studies Institute, 2004.

6. Byrnes, p. 7. Adapted from his comments.

7. *Ibid.*, p. 2. Byrnes states that the cycle of the doctrine process takes about 5 years.

8. Fastabend, p. 16.

9. Wong.

10. Martin van Creveld, *Command in War*, Cambridge, MA: Harvard University Press, 1985, p. 75.

11. Center for Army Lessons Learned Handbook 02-08, *Operation Enduring Freedom Tactics, Techniques, and Procedures*, June 27, 2002; available from *https://call2.army.mil/products/HANDBOOK/02-8/02-8toc.asp*; internet, accessed February 22, 2005, p. 1-1.

12. Harvey, p. 1.

13. *Ibid.*

14. *Ibid.*, p. 2.

15. This is especially true of active duty forces. National Guard forces clearly play a larger role in the catastrophic challenge area with regard to Homeland Defense responsibilities.

16. Byrnes, p. 2.

17. *Institutional Leader Training and Education*, TRADOC Regulation 350-10, Fort Monroe, VA: U.S. Department of the Army Training and Doctrine Command, August 12, 2002, p. 2-21.

18. FM 3-0, p. 4-15.

19. FM 7-0, p. 1-27.

20. *The Army Training and Leader Development Panel Officer Study Report to the Army*, Washington, DC: U.S. Department of the Army, May 25, 2001, p. OS-3.

21. Jack S. Levy, "Learning and Foreign Policy: Sweeping a Conceptual Minefield," *International Organization*, Vol. 48, Spring 1994, p. 283.

22. Chris Argyris and Donald A. Schön, *Organizational Learning: A Theory of Action Perspective*, Reading, MA: Addison-Wesley Publishing Company, 1978, pp. 9-11, 18-22.

23. Levy, p. 288.

24. Bo Hedberg, "How Organizations Learn and Unlearn," *Handbook of Organizational Design, Vol. 1: Adapting Organizations to Their Environments*, Paul C. Nystrom and William Hayes Starbuck, eds., New York: Oxford University Press, 1981, pp. 3-27.

25. Levy, pp. 287-288.

26. John A. Nagl, *Counterinsurgency Lessons from Malaya to Vietnam: Learning to Eat Soup with a Knife*, Westport, CT: Praeger, 2002, p. 6; Richard D. Downie, *Learning from Conflict: The US Military in Vietnam, El Salvador, and the Drug War*, Westport, CT: Praeger, 1998. Reading these two sources provided the roadmap for investigating the innovation of military doctrine.

27. Barry R. Posen, *The Sources of Military Doctrine: France, Britain, and Germany between the World Wars*, Ithaca, NY: Cornell University Press, 1984, p. 25.

28. *Ibid.*, p. 55. These innovations are rare because of the perceived increased operational uncertainty, especially during the time of transition. He goes on to state that it follows, under combat conditions, even a bad doctrine may be better than no doctrine. To further avoid uncertainty and to exercise some amount of autonomy, militaries often tend to gravitate toward offensive doctrinal theories. This view is advanced by Stephen Van Evera and others in "The Cult of the offensive and the origins of the First World War," *International Security*, Vol. 9, Summer 1984, pp. 58-107. Nagl's *Counterinsurgency Lessons from Malaya to Vietnam* provided the basis for this connection.

29. Steven R. Rosen, *Winning the Next War: Innovation and the Modern Military*, Ithaca, NY: Cornell University Press, 1991, pp. 21-27.

30. Nagl, p. 4.

31. *Ibid.*

32. *Ibid.*, p. 6.

33. *Ibid.*, pp. 205-217.

34. Downie, pp. 22-23. Nagl's research further adds curriculum which is in consonance with Downie.

35. *Ibid.*, p. 24.

36. *Ibid.*, p. 9.

37. This concept is a synthesized understanding of these from the following two sources. Edgar Schein, "How Can Organizations Learn Faster? The Problem of Entering the Green Room," Spring 1992, available from *http://dpace.mit.edu/retrieve/2018/SWP-3409-45882883.pdf*; internet, accessed February 13, 2005; A. T. Kearney, "A.T. Kearny Study on Agile Government," December 3, 2003, available from *http://www.atkearney.com/ main.taf?p=1,5,1,140*, internet, accessed February 22, 2005.

38. Clayton M. Christensen, *The Innovator's Dilemma: When New Technologies Cause Great Firms to Fail*, Boston: Harvard Business School Press, 1997. This is the general premise throughout the book.

39. Schein, p. 3.

40. Nagl, p. 195.

41. Fastabend, p. 12.

42. U.S. Army War College, "Agile Leader Study," Briefing with scripted commentary, U.S. Army War College, Carlisle Barracks, March 22, 2005.

43. *Ibid.*

44. *Ibid.*

45. *Ibid.*

46. Hedberg, p. 4.

47. William Wallace, *Operations Order 04-176A OES Captain's Career Course (CCC) Redesign*, Fort Leavenworth, KS: Combined Arms Center, June 2004, p. 24.

48. U.S. Army War College, "Agile Leader Study."

49. This concept has support in the research of Williamson Murray, "Innovation: Past and Future." Williamson Murray and Allan R. Millet, eds., *Military Innovation in the Interwar Period*, Cambridge: Cambridge University Press, 1996, p. 326.

50. James G. Hunt, and James D. Blair, eds., *Leadership on the Future Battlefield*, Washington, DC: Pergamon-Brassey's, 1985, p. 249.

51. Concept adapted from personal experience and comments in Robert Dilts, *Alpha Leadership*; available from *http://www.nlpu.com/Articles/AlphaLeader.html*; internet, accessed March 6, 2005.

52. U.S. Army War College, "Agile Leader Study."

53. Gary Klein, *Sources of Power: How People Make Decisions*, Cambridge, MA: MIT Press, 1998, pp. 15-30, 89-102.

54. Hunt, p. 137.

55. U.S. Army War College, "Agile Leader Study."